

## Message Text

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ORIGIN LAB-04

INFO OCT-01 IO-11 ISO-00 SIL-01 EB-07 /024 R

DRAFTED BY LABOR:I:EBPERSONS:SJ

APPROVED BY IO/LABW:APALMER

ABOR:IP:DPAVERY

S/IL:DGOOD

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FM SECSTATE WASHDC

TO USMISSION GENEVA IMMEDIATE

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E.O. 11652: N/A

TAGS: ILO, ELAB, SZ

SUBJECT: LETTER OF TRANSMITTAL TO ILO

1. IN ACCORDANCE WITH PERSONS/ABRAMS TELCON OF JANUARY 7 PLEASE REPRODUCE THE FOLLOWING LETTER FROM PERSONS TO DR. LOUIS EMMERIJ OF THE ILO AND DELIVER IT TO EMMERIJ WITH THE MATERIALS DR. S. PAUL EHRLICH WAS GOOD ENOUGH TO DELIVER TO AMBASSADOR DALE'S OFFICE ON JANUARY 8.

2. ALSO, PLEASE ATTACH COPY OF THE PERSONS TO EMMERIJ LETTER TO A SET OF THE MATERIALS CARRIED TO THE GENEVA MISSION BY DR. EHRLICH, AND DELIVER TO ILO/DG FRANCIS BLANCHARD WITH THE FOLLOWING NOTE FROM PERSONS:

-- "I AM FORWARDING FOR YOUR INFORMATION A COPY  
--- OF MY LETTER AND ITS ENCLOSURES TO DR. EMMERIJ  
-- CONCERNING PREPARATIONS FOR AND THE CONDUCT  
-- OF THE WORLD EMPLOYMENT CONFERENCE."

3. THE TEXT OF THE PERSONS TO EMMERIJ LETTER READS AS FOLLOWS:

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DR. LOUIS EMMERIJ, CHIEF  
EMPLOYMENT AND DEVELOPMENT DEPARTMENT  
INTERNATIONAL LABOR OFFICE  
GENEVA, SWITZERLAND

DEAR LOU:

OUR DISCUSSIONS OF WEDNESDAY, DECEMBER 17, BOTH AT THE MORNING MEETING WITH U.S. GOVERNMENT AND EMPLOYER REPRESENTATIVES AND AT THE LUNCH, WHICH JIM QUACKENBUSH AND I ENJOYED HAVING WITH YOU AND MRS. HOINKES, HIGHLIGHTED THE MORE SERIOUS QUESTIONS WE HAVE CONCERNING THE WORLD EMPLOYMENT CONFERENCE.

YOU HAVE ASKED FOR OUR COMMENTS IN WRITING. I AM ENCLOSING THREE DOCUMENTS:

THE FIRST IS A SUMMARY OF OUR WEDNESDAY MORNING MEETING. WHILE THIS INCLUDES THE EMPLOYERS' REMARKS, THIS SUMMARY WAS NOT CLEARED WITH THEM AND DOES NOT REPRESENT AN OFFICIAL STATEMENT OF THEIR VIEWS.

THE SECOND IS A STATEMENT COVERING POINTS CONCERNING YOUR FIRST DRAFT OF THE REPORT FOR THE CONFERENCE (THE "BLUE BOOK") WHICH WERE NOT DISCUSSED IN DETAIL AT THAT MEETING.

THE THIRD IS A STATEMENT ELABORATING IN SOME DETAIL THE PROBLEM WE HAVE WITH THE DRAFT STANDING ORDERS OF THE CONFERENCE, AS RELATED TO OUR CONCERN, EXPRESSED IN OUR LETTER OF INTENT TO WITHDRAW FROM THE ILO, OVER THE POLITICIZATION OF THE ILO.

I THINK THAT OUR DISCUSSIONS AND THE ENCLOSED MATERIALS REFLECT OUR GRAVE RESERVATIONS ABOUT THE USEFULNESS OF THE CONFERENCE AS YOU NOW PRESENT IT, AND OUR CONCERN THAT IT MAY VERY WELL FURTHER EXACERBATE THE RELATIONSHIP BETWEEN THE UNITED STATES AND THE ILO.

AT THE CLOSE OF WEDNESDAY MORNING'S MEETING YOU  
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EXPRESSED REGRET THAT WE HAD NOT PRESENTED YOU WITH POLICY RECOMMENDATIONS, AND THE HOPE THAT OUR WRITTEN COMMENTS WOULD INCLUDE SUCH RECOMMENDATIONS. I BELIEVE THAT, IN ADDITION TO SUBSTANTIVE COMMENTS ON THE DRAFT REPORT, WE DID MAKE POLICY RECOMMENDATIONS CONCERNING THE SCOPE AND THE WORK OF THE CONFERENCE.

I WOULD SUMMARIZE OUR PRINCIPAL POLICY SUGGESTIONS AS

FOLLOWS:

1. THAT THE CONFERENCE BE ORGANIZED AND RUN AS A TECHNICAL CONFERENCE, AND THAT STEPS BE TAKEN TO ASSURE, AS FAR AS POSSIBLE, THAT IT NOT BECOME EMBROILED IN FREE-WHEELING DEBATES ON SWEEPING POLITICAL AND ECONOMIC ISSUES GOING FAR BEYOND THE MANDATE AND COMPETENCE OF THE ILO.

2. THAT THE CONFERENCE NOT ATTEMPT TO "PIONEER" A NEW DEVELOPMENT STRATEGY AND RESTRUCTURE THE WORLD. EVEN WERE THE BROAD POLICY PRESCRIPTIONS IN THE DOCUMENT BETTER SUPPORTED BY THEORY AND BY EVIDENCE, WE THINK THE DISCUSSIONS AND CONCLUSIONS SHOULD BE MORE MODESTLY PHRASED AND MORE REALISTIC. WE BELIEVE THIS CONFERENCE IS NOT THE APPROPRIATE FORUM TO, AS THE DIRECTOR GENERAL HAS SAID, "GIVE ADDITIONAL INDICATIONS FOR THE REORIENTATION OF THE WHOLE UNITED NATIONS FAMILY." NOR WOULD WE CONSIDER SUCH AN EFFORT IN THE UNITED NATIONS WITHOUT A BETTER LIKELIHOOD OF WIDESPREAD ACCEPTANCE OF THE STRATEGY BY UN AGENCIES MORE DIRECTLY RESPONSIBLE FOR DEVELOPMENT THAN THE ILO.

3. THAT THE CONFERENCE FOCUS ON THE CONTRIBUTION THE ILO CAN MAKE TO THE DEVELOPMENT PROCESS IN THE EMPLOYMENT AREA FROM THE WEALTH OF ITS KNOWLEDGE AND EXPERIENCE. AN ANALYSIS OF SUCCESSES AND FAILURES WITH THE WORLD EMPLOYMENT PROGRAM AND WITH RURAL DEVELOPMENT, IN PARTICULAR, COULD THROW SOME LIGHT ON THE EMPLOYMENT PROBLEM. THE CONFERENCE PROVIDES AN EXCELLENT OPPORTUNITY FOR AN EXCHANGE OF VIEWS AMONG NATION STATES ON UNEMPLOYMENT AND UNDEREMPLOYMENT WHICH WOULD CONTRIBUTE TO AN UNDERSTANDING OF THE

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PROBLEM AND SUGGEST NEW INITIATIVES FOR SOLVING IT.

4. THAT THE IMPORTANT CONCERNS AND RESPONSIBILITIES OF THE ILO FOR HUMAN RIGHTS BE GIVEN GREATER EMPHASIS IN THE WORK OF THE CONFERENCE.

THE UNITED STATES OF COURSE SUPPORTS RAISING THE LIVING STANDARDS OF THE POOR AND THE EXPANSION OF PRODUCTIVE EMPLOYMENT OPPORTUNITIES TO HELP ACCOMPLISH THIS. THE U.S. AGREES WITH MUCH THAT HAS BEEN SAID ON THE PROBLEM OF UNEMPLOYMENT AND UNDEREMPLOYMENT AND, INDEED, HAS GEARED MANY OF ITS POLICIES AND PROGRAMS, INCLUDING ITS AID PROGRAMS, IN DIRECTIONS INDICATED IN THE DOCUMENT.

AS OF JANUARY 1, THE U.S. UNILATERALLY ELIMINATED  
TARIFFS ON MORE THAN 2,700 ITEMS. THIS WILL PERMIT  
BENEFICIARY DEVELOPING COUNTRIES TO COMPETE ON A  
PREFERENTIAL BASIS FOR A U.S. IMPORT MARKET VALUED AT  
\$25 BILLION, BASED UPON 1974 U.S. IMPORTS. THE U.S.  
IS COMMITTED TO REDUCING TRADE BARRIERS IN THE MTN AND  
IS PLEDGED TO CONSIDER SPECIAL AND DIFFERENTIAL TREAT-  
MENT FOR DEVELOPING COUNTRIES WHERE THIS IS FEASIBLE.  
WE ALSO HAVE DEVELOPED, AS YOU KNOW, THE LARGEST  
ADJUSTMENT ASSISTANCE PROGRAM IN THE WORLD TO EASE THE  
EFFECT OF IMPORTS ON THOSE INJURED BY THEM IN OUR WORK  
FORCE. THE EXISTENCE OF THIS PROGRAM FACILITATES  
LIBERALIZATION OF TRADE BY REDUCING DOMESTIC PRESSURE  
FOR TRADE RESTRICTIONS.

ON A MORE PERSONAL NOTE, I APPRECIATED RECEIVING YOUR  
LETTER OF CHRISTMAS EVE. I HOPE THAT YOUR REFLECTIONS,  
UNDER YOUR "PRIVATE CHRISTMAS TREE," ON YOUR WASHINGTON  
EXPERIENCE DID NOT INHIBIT YOUR ENJOYMENT OF THE  
CHRISTMAS SPIRIT.

I CAN UNDERSTAND YOUR DISAPPOINTMENT OVER "THE  
CONSISTENTLY NEGATIVE ATTITUDES" THAT WERE TAKEN BY ALL  
PARTICIPANTS AT OUR MEETING ON THE 17TH. I THINK,  
HOWEVER, THAT THIS SHOULD NOT HAVE BEEN TOO SURPRISING  
IN THE LIGHT OF THE RESERVATIONS ABOUT THE WORLD  
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EMPLOYMENT CONFERENCE THAT THE UNITED STATES HAS  
EXPRESSED IN THE ILO CONFERENCE AND IN THE GOVERNING  
BODY AND, IN PARTICULAR, DURING OUR PREVIOUS DISCUSSION  
WITH YOU IN WASHINGTON, AT OUR INVITATION, ON APRIL 14.

WE ARE LOOKING FORWARD TO YOUR NEXT DRAFT AND WISH YOU  
WELL IN THAT DIFFICULT UNDERTAKING. WE HOPE THAT IT  
WILL BE A MUCH MORE REALISTIC DOCUMENT, AND THAT THE  
POTENTIAL OF THIS CONFERENCE FOR ADVERSELY INFLUENCING  
THE ISSUES AND TRENDS IN THE ORGANIZATION WHICH ARE  
CRITICAL TO U.S./ILO RELATIONS WILL BE BORNE IN MIND IN  
ITS PREPARATION.

I SHOULD ADD AS A FOOTNOTE THAT THE ENCLOSED DOCUMENTS  
SUMMARIZE VIEWS OF THE VARIOUS U.S. GOVERNMENT AGENCIES  
WHICH PARTICIPATED IN WEDNESDAY MORNING'S DISCUSSION  
WITH YOU. THEY ARE FORWARDED FOR YOUR CONSIDERATION  
IN DRAFTING THE FINAL DOCUMENT AND IN PREPARING FOR  
THE CONFERENCE. OFFICIAL U.S. GOVERNMENT POSITIONS AT

THE CONFERENCE, OF COURSE, WILL BE BASED IN LARGE PART  
ON THE REVISED DOCUMENTS AND THOSE WHICH MAY ACCOMPANY

IT. SIMILARLY, OUR POSITION AT THE 199TH SESSION OF  
THE GOVERNING BODY ON THE DRAFT STANDING ORDERS OF THE  
CONFERENCE WILL BE BASED ON SUCH REVISIONS AS THE OFFICE  
PRESENTS TO THE GOVERNING BODY.

BEST REGARDS.

SINCERELY,

EDWARD B. PERSONS  
ASSOCIATE DEPUTY UNDER SECRETARY  
INTERNATIONAL AFFAIRS KISSINGER

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## Message Attributes

**Automatic Decaptioning:** X  
**Capture Date:** 01 JAN 1994  
**Channel Indicators:** n/a  
**Current Classification:** UNCLASSIFIED  
**Concepts:** EMPLOYMENT, LESS DEVELOPED COUNTRIES, DIPLOMATIC COMMUNICATIONS, INTERNATIONAL LABOR ORGANIZATIONS, MEETINGS, GENERALIZED PREFERENCES (TARIFFS)  
**Control Number:** n/a  
**Copy:** SINGLE  
**Draft Date:** 09 JAN 1976  
**Decaption Date:** 01 JAN 1960  
**Decaption Note:**  
**Disposition Action:** n/a  
**Disposition Approved on Date:**  
**Disposition Authority:** n/a  
**Disposition Case Number:** n/a  
**Disposition Comment:**  
**Disposition Date:** 01 JAN 1960  
**Disposition Event:**  
**Disposition History:** n/a  
**Disposition Reason:**  
**Disposition Remarks:**  
**Document Number:** 1976STATE005355  
**Document Source:** CORE  
**Document Unique ID:** 00  
**Drafter:** I:EBPERSONS:SJ  
**Enclosure:** n/a  
**Executive Order:** N/A  
**Errors:** N/A  
**Film Number:** D760008-0606  
**From:** STATE  
**Handling Restrictions:** n/a  
**Image Path:**  
**ISecure:** 1  
**Legacy Key:** link1976/newtext/t19760170/aaaackqi.tel  
**Line Count:** 235  
**Locator:** TEXT ON-LINE, ON MICROFILM  
**Office:** ORIGIN LAB  
**Original Classification:** UNCLASSIFIED  
**Original Handling Restrictions:** n/a  
**Original Previous Classification:** n/a  
**Original Previous Handling Restrictions:** n/a  
**Page Count:** 5  
**Previous Channel Indicators:** n/a  
**Previous Classification:** n/a  
**Previous Handling Restrictions:** n/a  
**Reference:** n/a  
**Review Action:** RELEASED, APPROVED  
**Review Authority:** castelsl  
**Review Comment:** n/a  
**Review Content Flags:**  
**Review Date:** 24 JUN 2004  
**Review Event:**  
**Review Exemptions:** n/a  
**Review History:** RELEASED <24 JUN 2004 by barnescd>; APPROVED <18 AUG 2004 by castelsl>  
**Review Markings:**

Margaret P. Grafeld  
Declassified/Released  
US Department of State  
EO Systematic Review  
04 MAY 2006

**Review Media Identifier:**  
**Review Referrals:** n/a  
**Review Release Date:** n/a  
**Review Release Event:** n/a  
**Review Transfer Date:**  
**Review Withdrawn Fields:** n/a  
**Secure:** OPEN  
**Status:** NATIVE  
**Subject:** LETTER OF TRANSMITTAL TO ILO  
**TAGS:** ELAB, SZ, ILO, (EMMERIJ, LOUIS), (PERSONS, EDWARD B)  
**To:** GENEVA  
**Type:** TE  
**Markings:** Margaret P. Grafeld Declassified/Released US Department of State EO Systematic Review 04 MAY 2006